

YOUTH CRIME ACTION PLAN: UPDATE

Overall crime has fallen by a third - around 6 million fewer crimes last year than in 1997¹.

The majority of young people are honest and law-abiding. But we are committed to tackling the small minority who do commit crime and use violence, through the **Government's Youth Crime Action Plan (YCAP)** – launched in 2008, backed by **£100m of additional funding**, and offering a comprehensive approach across enforcement, support and challenge for young people and families, and prevention.

And our approach to youth crime is working. The number of young people entering the criminal justice system for the first time is falling – by 21.6% between 2007-08 and 2008-09² and the rate of youth reoffending is down by almost a quarter between 2000 and 2008³.

Perceptions of anti-social behaviour have also fallen to the lowest level since records began – to the year ending September 2009, **15%** of people felt that levels of anti-social behaviour were high compared to a peak of 21% in 2002-03 (source: BCS) with perceptions of teenagers hanging around as a problem also falling significantly.

Our approach to tackling youth crime is triple track:

1. **tough enforcement** where behaviour is unacceptable combined with action to tackle offending behaviour;
2. non-negotiable **support and challenge** to young people and families where it is needed; and
3. better and earlier **prevention**.

¹ From 16.7 million BCS incidents in 1997 to 10.7 million BCS incidents in 2008/09

² The number of offenders aged 10-17 entering the criminal justice system for the first time fell from 94,481 in 2007-08 to 74,033 in 2008-09

Youth Crime: Young people aged 10-17 receiving their first reprimand, warning or conviction, in England, 2000-01 to 2008-09. DCSF (November 2009)

<http://www.dcsf.gov.uk/rsgateway/DB/STR/d000895/index.shtml>

³ From 151.4 to 113.9 offences per 100 offenders

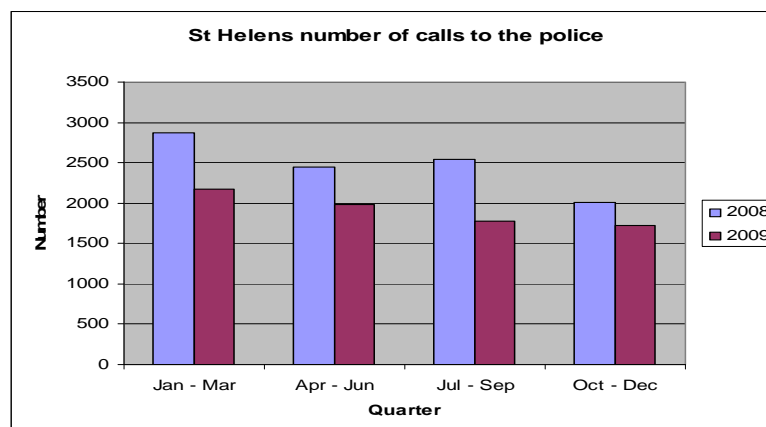
In July 2009 we published a YCAP one year on document setting out progress in the first year including:

- Through the intensive package of measures we have worked with more than 300,000 young people
- We have increased youth activities on a Friday and Saturday night in priority areas by over 50 percent in the last year providing more opportunities for young people to get involved in activities.

CASE STUDY: JOINING UP TO TACKLE YOUTH CRIME

An example of the work of YCAP being brought together can be seen in **St Helens** where the YCAP intensive package has delivered:

- 41 'Operation Staysafes' engaging 581 young people with 144 taken to a place of safety
- 87 Street based teams have been deployed engaging over 3200 young people
- 89 after school patrols engaging over 3100 young people
- 72 reparation sessions involving 117 young people
- Impact: consistent reductions in the number of calls to the police
- Supported 15 families to date through a new Youth Crime FIP which will be expanded over 2010-11 with the appointment of 5 new workers.



This information is collected from the operational records of local police forces.

1. ENFORCEMENT WHERE BEHAVIOUR IS UNACCEPTABLE

SINCE 2008 WE HAVE...

- ✓ Run targeted police campaigns at times when the risk of youth crime and disorder is highest, for example:
 - in 2008/09 the police undertook almost 40,000 after-school patrols engaging almost 150,000 young people;
 - they conducted 1,600 Staysafe Operations – using safeguarding laws to remove young people who are at risk of significant harm from the streets and return them to their homes or a safe place; and
 - over Halloween weekend a police crackdown saw an 80% reduction in calls about anti-social behaviour compared to previous years.
- ✓ Deployed almost 15,000 Street Based Teams of youth workers and ex-offenders working with the police to deter young people involved in criminal and anti-social behaviour.
- ✓ Ensured young people are given sentences which address the cause of their offending behaviour. We have put in place a new sentencing framework that provides rehabilitation and reparation to put under-18s back on the right path, while at the same time providing appropriate and rigorous punishment - including custody where that is deemed necessary to protect the public. The Youth Rehabilitation Order, introduced in November 2009, is the biggest change to the youth justice system in ten years. We are also piloting youth conditional cautions, which combine cautions with a compulsory element of rehabilitation or reparation.
- ✓ Made young people understand the consequences of their behaviour through increased use of Restorative Justice. Expansion of Restorative Justice through Youth Restorative Disposal pilots: implementing legislation extending the use of the referral order, a restorative justice based sentence, with local community

volunteers holding young offenders to account and requiring them to apologise to their victim.

- ✓ Run a summer alcohol campaign in the priority areas which confiscated over 5000 litres of alcohol from young people and over Halloween, a police crackdown saw calls to the police reduce in 80% of targeted areas.
- ✓ Implemented new powers to crack down on underage drinking. From January:
 - retailers selling alcohol to under-18s twice in a three month period can have their alcohol licences revoked;
 - police have strengthened powers to confiscate alcohol from under-18s;
 - young people who persistently possess alcohol in a public place will be prosecuted; and
 - police can make young people leave town centres if they believe they are likely to contribute to alcohol-related crime and disorder.
- ✓ Run joint enforcement operations with the Tackling Knives Action Programme – a Sheffield operation in the autumn led to 38 arrests, no violent incidents being reported on that night and sustained reductions in violence since then.
- ✓ With the Youth Justice Board, ensured all 97 Youth Offending Teams in the areas covered by the Tackling Knives Action Programme are running Knife Crime Prevention Programmes for any under-18 dealt with for knife possession or a knife-enabled crime.
- ✓ Launched the Count Me In – together we can stop knife crime campaign to motivate young people to take a stand against carrying knives and other weapons and to promote safety messages in schools.
- ✓ Made it possible for local communities to say what kind of reparation work they want young people to complete through the 'Making Good' scheme, developed by the Youth Justice Board. The website was piloted in the North West for 6 weeks in November 2009 and during this time attracted almost 10,000 visitors

and received 92 positive suggestions. To date, 34 ideas have been taken forward, or are being considered. Making Good is rolling out across England and Wales during 2010.

- ✓ Increased use of reparation work in community sentences which is being well received by victims, police and offenders.
- ✓ Delivered over 15,860 reparation sessions in young people's leisure time including on Friday and Saturday nights in the 69 priority areas including litter picks, environmental works and painting and refurbishing community centres.
- ✓ In April 2009, launched the Deter Young Offender Management Framework which urges all key agencies to manage a single local list of priority young offenders to reduce reoffending. Youth Offending Teams (YOTs) are already delivering an Integrated Offender Management approach for young offenders (10 to 17 year olds) with each YOT scheme responsible for identifying their most high-risk young offenders using the Youth Justice Board's Scaled Approach to reduce their offending through a range of intensive interventions. Robust arrangements will ensure that the small proportion of young offenders who make the transition to adult services do so seamlessly.
- ✓ Since 2006, introduced a broad range of powers to prevent and tackle poor behaviour in schools. These powers include a statutory power to discipline pupils, wider powers to use the key sanction of detention and powers on searching pupils and confiscating items.
- ✓ The Behaviour Challenge (September 2009) set out a series of specific actions the Government is taking to ensure delivery of the Pupil and Parent Guarantees to ensure that in every school there will be good behaviour, strong discipline, order and safety. Schools with only satisfactory behaviour are being challenged and supported to do better.

TO BUILD ON THIS RECORD AND GO FURTHER WE WILL...

- ✓ Make sure parents take responsibility for continued disorder – we are passing a law to ensure that parents of children who breach their ASBOs will automatically be given a parenting order.
- ✓ Reduce under-age drinking of alcohol through the introduction of the Mandatory Code on Alcohol in October 2010, which will make it a requirement for all premises which sell alcohol to have an age verification policy in place.
- ✓ Continue to develop Street Based Teams and other innovative approaches to engaging with young people at risk of offending
- ✓ Build on the strengths and reinvigorate the role of the YJB by ensuring it takes full advantage of its substantial legal powers and levers to hold local authorities and providers of custodial and community sentences to account.
- ✓ Make sure that we can intervene in failing YOTs – through the Children, Schools and Families Bill we will make it a duty for local authorities to cooperate with the Youth Justice Board in order to improve performance and provide powers for the Secretary of State to direct a YOT or the Local Authority in the most serious cases of underperformance.
- ✓ Continue to ensure that communities have a say in what reparation young people should undertake as part of their sentence, and help build confidence in community sentences, through the national roll-out of 'Making Good' which will move from region to region across England and Wales for three month periods during 2010:
 - Feb: North East
 - March: Yorkshire and Humber
 - June: West Midlands, East Midlands and East

- August: London and South East
 - September: Wales and South West
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- ✓ Step up our action to tackle knife crime and serious youth violence. From April 2010, the third phase of the Tackling Knives and Serious Youth Violence Action Programme (TKAP III) - with additional funding of £4m - will build on the programme's previous success in reducing serious violence among young people and work closely with YCAP to tackle the whole range of youth crime problems.
 - ✓ Continue the Count Me In campaign through ongoing work with the Kids Taskforce and Families United, which brings together the families of the victims of serious youth violence, to disseminate safety messages to over 300,000 young people in schools.
 - ✓ Continue to support schools to improve behaviour and discipline. At the Association of Teachers and Lecturers conference on 31 March 2010, the Government launched a package of measures aimed at supporting teachers. The package includes:
 - The announcement of the first Lead Behaviour Schools who will drive improvements in behaviour for the weakest schools;
 - Guidance for teachers on how to maximise partnerships with exemplar schools;
 - A report from Sir Alan Steer on improving the use of Home School Agreements to better engage parents when improving behaviour;

In addition to this package, at the National Association of Schoolmasters Union of Women Teachers (NASUWT) conference on Monday 5 April the Government will launch new guidance for teachers which reinforces their rights and responsibilities when using force in the classroom and leaflets for primary and secondary pupils to outline the importance of good behaviour.

2. NON-NEGOTIABLE SUPPORT AND CHALLENGE TO YOUNG PEOPLE AND FAMILIES WHERE IT IS NEEDED

SINCE 2008 WE HAVE...

- ✓ Set up a youth crime Family Intervention Project (FIP) in every local authority, to help parents to set boundaries and stop children going off the rails, investing over £81 million which has supported an estimated 3,500 families this year alone. From April, every Neighbourhood Policing Team will be able to refer a problem family to a FIP⁴.
- ✓ A recent evaluation of the first 1000 families to complete a FIP⁵ shows that these deliver significant improvements over both short and long term:
 - At the end of a family intervention project, there is on average a 64% reduction in anti-social behaviour, a 58% reduction in truancy, exclusion and poor behaviour among children and young people, and a 70% reduction in drug abuse and a 53% reduction in alcoholism;
- ✓ In addition new data which followed up families one year later suggests that the positive changes delivered by FIPs are sustained:
 - the proportion of families with no anti-social behaviour was 74% at the end of the project and remained at 74% one year later; and
 - the proportion of families with no enforcement action needed was 70% at the end of the project and had increased to 86% one year later.
- ✓ Increased support for parents by providing additional funding of £36m in 2010/11 through the Think Family Grant for targeted local authority parenting

⁴ Safe and Confident Neighbourhoods Strategy, 1 March

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<http://publications.dcsf.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=DCSF-RR215&>

programmes. Parenting programmes and one-to-one expert parenting support have been making a real difference to the lives of parents finding it difficult to keep their children out of trouble.

- ✓ Local authority reports to DCSF suggest over 20,000 families have received parenting support over the past 12 months, compared to 6,230 the previous year.
- ✓ Reduced re-offending by implementing enhanced resettlement support for young offenders. We have made an additional investment of over £8m to expand resettlement support to over 100 local areas in England and Wales.
- ✓ Helped make communities safer by opening the Heron unit at Feltham YOI - the first unit dedicated to resettlement for young offenders who show a real desire and motivation to turn their backs on crime. The Unit was opened by the Justice Secretary and the Mayor of London and brings together a wide variety of services, many of which will continue beyond the prison gate.
- ✓ Established a triage system through the placement of YOT workers in police custody suites in 60 areas to ensure that young people who get into trouble are given the right intervention from the start.
- ✓ Legislated to put Children's Trust Boards on a statutory footing and given it ownership of the local Children and Young People's Plan. This means all statutory 'relevant partners', including YOTs, have a key role to play in strategic local commissioning and are able to ensure that young people who have offended or who are at risk of offending access the support they need. Statutory guidance, published this month, sets out the role of the Children's Trust partners to help prevent offending and reoffending including effective services to support young people leaving custody
- ✓ Supported young victims of crime: through five pilots we have reached 12,500 young people and provided one to one support for nearly 400. Work has now been rolled out in each of the 69 priority areas.

- ✓ Provided appropriate support to over 26,000 young people who have caused anti-social behaviour and received enforcement measures such as Acceptable Behaviour Contracts and Anti-Social Behaviour Orders through 52 Challenge and Support projects.

TO BUILD ON THIS RECORD AND GO FURTHER WE WILL...

- ✓ Reach our target of 56,000 families supported by a Family Intervention Project by 2015, with local authorities recruiting over 600 new key workers by April 2010.
- ✓ Make sure that parents take responsibility for continued disorder – by making it law that parents of children who breach their ASBOs will automatically be given a parenting order.
- ✓ Roll-out triage to all 69 YCAP intensive areas by April 2010.
- ✓ Support the YCAP priority areas to embed the national offer for victims and build on the learning from these areas as the National Victim Service develops.

CASE STUDY: EXPANDING FAMILY INTERVENTION

Portsmouth and Southampton are expanding their FIP projects and teaming up with local housing, social care and community safety teams to increase the availability of support for families who have chaotic, life-limiting behaviour. Often the families they work with have a long-term history of worklessness and the kind of intensive support provided by the FIP has really helped to turn lives around. After April they will also be offering a follow on employment and skills programme for families once they are beyond the crisis point for which intervention was initially offered.

Independent research data published on 03 March 2010 shows an 'overwhelmingly positive' for the first 1000 families supported by FIPS:

- 64 per cent reduction in anti-social behavior
- 58 per cent reduction in truancy, exclusion and bad behavior among children and young people
- 70 per cent reduction in drug and substance misuse
- 53 per cent reduction in alcoholism.

For the first time follow-up research has shown these improvements continue long after the intervention ends.

3. BETTER AND EARLIER PREVENTION

WE HAVE...

- ✓ Supported families in the crucial early years of children's lives through Sure Start Centres. On 16 March, the Prime Minister announced that the target for 3,500 Sure Start Children's Centres has been achieved early. This is a great achievement which will ensure a range of accessible, integrated services are available for young children and their families across England.
- ✓ Invested £222 million through Positive Activities for Young People Funding to ensure that young people at risk and facing challenging circumstances benefit from year round **targeted and intensive programmes** and where appropriate support from a key worker.
- ✓ Increased provision in neighbourhoods where crime and anti-social behaviour are a concern through extra investment of **£22.5** million to refurbish and open youth facilities.
- ✓ Continued to increase the investment in targeted youth crime prevention so that every local area can provide a programme such as youth inclusion programmes (YIPs).
- ✓ Increased the number of Safer School Partnerships and ensured that every school has a named contact through their local Neighbourhood Policing team.
- ✓ Published local authority guidance on the roll-out of evidence-based prevention and early intervention programmes and set up a new Early Intervention Implementation Group jointly chaired by the Association of Directors of Children's Services and a senior Government official. The group will design the process for implementing Government commitments to ensure that parents automatically

receive an assessment for a parenting intervention in situations such as their child's permanent exclusion from school.

- ✓ Taken action to change attitudes, culture and behaviour at local level and on the front line to identify and intervene early with all families at risk. Established 'think family' joint working arrangements between adults' and children's services in a series of protocols launched jointly between DCSF and MOJ/DH/NTA effective ways of joint working between children's and family services and services dealing with adult problems such as offenders, drug, alcohol and mental health problems.⁶⁷
- ✓ Introduced a clear legal requirement for Local Authorities to set out plans for cooperation between adult and children's services when supporting adults and children in the same family.
- ✓ Devolved £1bn to Local Authorities and schools to enable them to develop extended services in schools. Already 96% of schools (that's over 20,700 primary and secondary schools) provide access to the core offer of extended services which comprises a varied menu of before and after school activities (combined with childcare in primary schools); parenting support; swift and easy access to specialist support services; and community access to school facilities. Over £200m of this funding is to help schools provide and commission an exciting range of activities for children and young people who are disadvantaged by economic circumstances, and children in care.
- ✓ Recently launched the ***Why Let Drink Decide?*** Communication campaign about children, young people and alcohol (January 2010). This campaign, which will run through till March 2011, focuses on delaying the age at which children start to drink, and reducing the amount consumed if they are drinking.

⁶ <http://www.dcsf.gov.uk/everychildmatters/resources-and-practice/ig00637/>

⁷ <http://www.dcsf.gov.uk/everychildmatters/resources-and-practice/ig00638/>

- ✓ Invested in early intervention through Family Nurse Partnerships, proven to reduce crime and behavioural problems in later life as well as improving health and life chances⁸. Family Nurse Partnerships started in 2007, and have expanded so they are now supporting about 4,000 vulnerable young parents and their children.
- ✓ Extended the Knife Crime Prevention Programme (KCPP) to all Youth Offending Teams (YOTs) within TKAP areas, 97 YOTs in total. We expect the programme to be delivered to about 2000 young people during 2010.

WE WILL CONTINUE TO BUILD ON THESE ACHIEVEMENTS AND GO FURTHER TO...

- ✓ Challenge all local areas to ensure that positive activities are available in areas where anti-social behaviour and crime are a problem, at times where it is most needed, particularly on Friday and Saturday nights. While youth activities on Friday and Saturday night have increased by over 50% in high crime areas, we want to go much further and see greater impact everywhere. So in *Aiming High 3 Years On* we set an expectation that provision will double on Friday and Saturday nights across the country by spring 2011, supported by increased Government investment next year and much stronger partnership across local authorities, police and the voluntary sector in the planning, commissioning and delivery of positive activities.
- ✓ Expect local authorities to increasingly focus their resources on young people living in the most deprived areas and where communities experience high levels of ASB and crime. In these areas we expect local authorities to involve the police, including neighbourhood policing teams, in deciding when and where youth activities are provided.

⁸ Olds, D.L. (2006). The Nurse-Family Partnership: an evidence-based preventive intervention. *Infant Mental Health Journal*, 27(1), 5-25.

- ✓ Through the Youth Taskforce, we will continue to provide additional support and challenge to local authorities to increase youth activities and facilities in these high crime areas.
- ✓ Continue to introduce and roll out 'think family' policy in key adult services such as adult mental health services, housing and Job Centre Plus to ensure vulnerable families and children are identified and supported at the earliest opportunity.
- ✓ Aim to make Family Nurse Partnerships available to all vulnerable young first time mothers within 5 years, subject to continued successful evaluation.
- ✓ Continue to work with police, schools, parents and Children's Services to prevent gang-related violence and protect those at risk of gang-related violence and monitor the implementation of the Government's guidance on safeguarding young people at risk of gang related violence. Subject to legislation currently before Parliament, we will apply gang violence injunctions to 14-17 year olds. Should these be approved, they will initially be implemented in a pilot area.
- ✓ Support the YCAP priority areas to embed the national offer for victims and build on the learning from these areas as the National Victims' Service develops.

NEXT STEPS FOR 2010....

- ✓ We are committed to maintaining momentum in the 69 YCAP areas while using the experience in these areas to improve the national approach to tackling and preventing youth crime.
- ✓ Deliver workshops in Spring 2010 in each of the nine Government regions, aimed at those Local Authorities that are outside the 69 intensive package areas to promote good practice and the positive impact that YCAP activities have had on local communities. We want the local authority areas to be inspired to implement some of these activities themselves and we will provide practitioner support to local areas to help get activities off the ground.

CASE STUDY: SAFER SCHOOL PARTNERSHIP

The Safer School Partnership (SSP) at Morpeth School in London was established when PC Marion Kent, an experienced schools officer, was placed into the school. The school has 1200 pupils, aged 11-16, and PC Kent also links with the four feeder primary schools. PC Kent is based full-time in the school in a uniformed role.

The school initially had some concerns about what it would mean to have an SSP officer and how the partnership would work. However, as an experienced officer, PC Kent worked closely with the school to develop a shared understanding and agreement about what the SSP would do and how she would work with the school.

The SSP at Morpeth School takes on a whole school approach. PC Kent works across a broad range of issues, from early intervention, information exchange, dealing with victims and dealing with crime incidents. She gets involved in all aspects of school life.

As a result of her work, PC Kent now has the trust and confidence of the school senior team and works alongside them in all relevant matters and is seen as a key part of the team. She is also fully linked with the local police Safer Neighbourhood Team.

Notes and References

Overall Crime has fallen by a third - around 6 million fewer crimes last year (2008/9 10,687,000 All BCS incidents of crime) than in 1997 (16,712,000 All BCS incidents of crime).

Source:

Home Office Statistical Bulletin 11/09 Volume 1 Crime in England and Wales 2008/2009

<http://www.homeoffice.gov.uk/rds/pdfs09/hosb1109vol1.pdf>

(Table 2.01 <http://www.homeoffice.gov.uk/rds/pdfs09/hosb1109chap2new.xls>)

Perceptions of anti-social behaviour have also fallen to the lowest level since records began – to the year ending September 2009, 15% of people felt that levels of anti-social behaviour were high compared to a peak of 21% in 2002-03 (source: BCS) with perceptions of teenagers hanging around as a problem also falling significantly.

Source:

Home Office Statistical Bulletin 02/10 Crime in England and Wales: Quarterly Update to September 2009

<http://www.homeoffice.gov.uk/rds/pdfs10/hosb0210.pdf>

Statistics on homicide with a knife/sharp instrument:

The latest quarterly crime statistics show a 34 per cent fall in homicide with a knife/sharp instrument across the country for all ages. This represents 100 homicides involving a knife/sharp instrument in Apr-Sept 2009, compared to 152 in Apr-Sept 2008. These statistics build on annual figures for 2008/09 which saw a 7% drop in knife/sharp instrument homicides, compared with 2007/08.

Source:

Home Office Statistical Bulletin 02/10 Crime in England and Wales: Quarterly Update to September 2009, Table A1

Home Office Statistical Bulletin 15/09 Crime in England and Wales: Quarterly Update to June 2009, Table A1

<http://www.homeoffice.gov.uk/rds/pdfs10/hosb0210.pdf>

<http://www.homeoffice.gov.uk/rds/pdfs09/hosb1509.pdf>

Re-offending of juveniles:

Comparing reoffending results for the 2000, 2007 and 2008 juvenile cohorts: since 2000 the frequency rate has fallen 24.8 per cent from 151.4 to 113.9 offences per 100 offenders. Since 2007 it has fallen 1.5 per cent from 115.7 to 113.9

Source:

[Reoffending of juveniles: results from the 2008 cohort](http://www.justice.gov.uk/publications/docs/reoffending-juveniles-2008-cohort.pdf)

<http://www.justice.gov.uk/publications/docs/reoffending-juveniles-2008-cohort.pdf>

Other sources:

Information on police operations such as Operation Staysafe are based on police force operational records.